

4.11 PUBLIC SERVICES

This section evaluates the effects of the proposed Specific Plan on public services by identifying anticipated demands on existing and planned service availability. For purposes of this EIR, public services consist of (1) fire protection, (2) police protection, (3) schools, and (4) libraries. Parks, although described as a public service in Appendix G of the 2009 CEQA Guidelines, are analyzed separately in Section 4.12 (Recreation) of this EIR. Similarly, impacts related to emergency access are analyzed in Section 4.6 (Hazards and Hazardous Materials) and Section 4.13 (Transportation/Traffic) of this EIR.

Data used to prepare this section were taken from various sources, including contacts with the City of Huntington Beach Police and Fire Departments, the City libraries, as well as the appropriate school districts. Full bibliographic entries for all reference materials are provided in Section 4.11.14 (References) at the end of this section.

All comments received in response to the IS/NOP circulated for the proposed project were taken into consideration during preparation of this EIR, and if relevant, have been addressed in this section or others within this document.

Fire Protection

4.11.1 Environmental Setting

Fire protection and emergency services in the vicinity of the proposed project are provided by the Huntington Beach Fire Department (HBFD). Five of the eight HBFD stations operate in the vicinity of the proposed project site and would serve the area (Maresh 2008). The stations and associated equipment are listed below in Table 4.11-1 (Fire Stations Serving Project Site). Each station is staffed with one Captain, one engineer, and two firefighter/paramedics. In addition, four of the five stations serving the Specific Plan area have at least a two-person Basic Life Support ambulance. Figure 4.11-1 (Location of Fire and Police Stations) illustrates the location of the stations relative to the project site.

The HBFD currently has 144 sworn personnel, and as discussed in Section 4.10 (Population and Housing), the City's existing population is 201,993. However, this number is not reflective of on-the-ground conditions with respect to evaluating a firefighter-to-population ratio because the population changes seasonally as well as daily, with busy summers and nights all year long with crowds that rely on the HBFD services (Maresh 2009). Consequently, the HBFD does not consider a firefighter-to-population ratio as an appropriate tool for determining levels of service. Instead, criteria for evaluating acceptable levels of service are generally based on response times.

Table 4.11-1 Fire Stations Serving Project Site

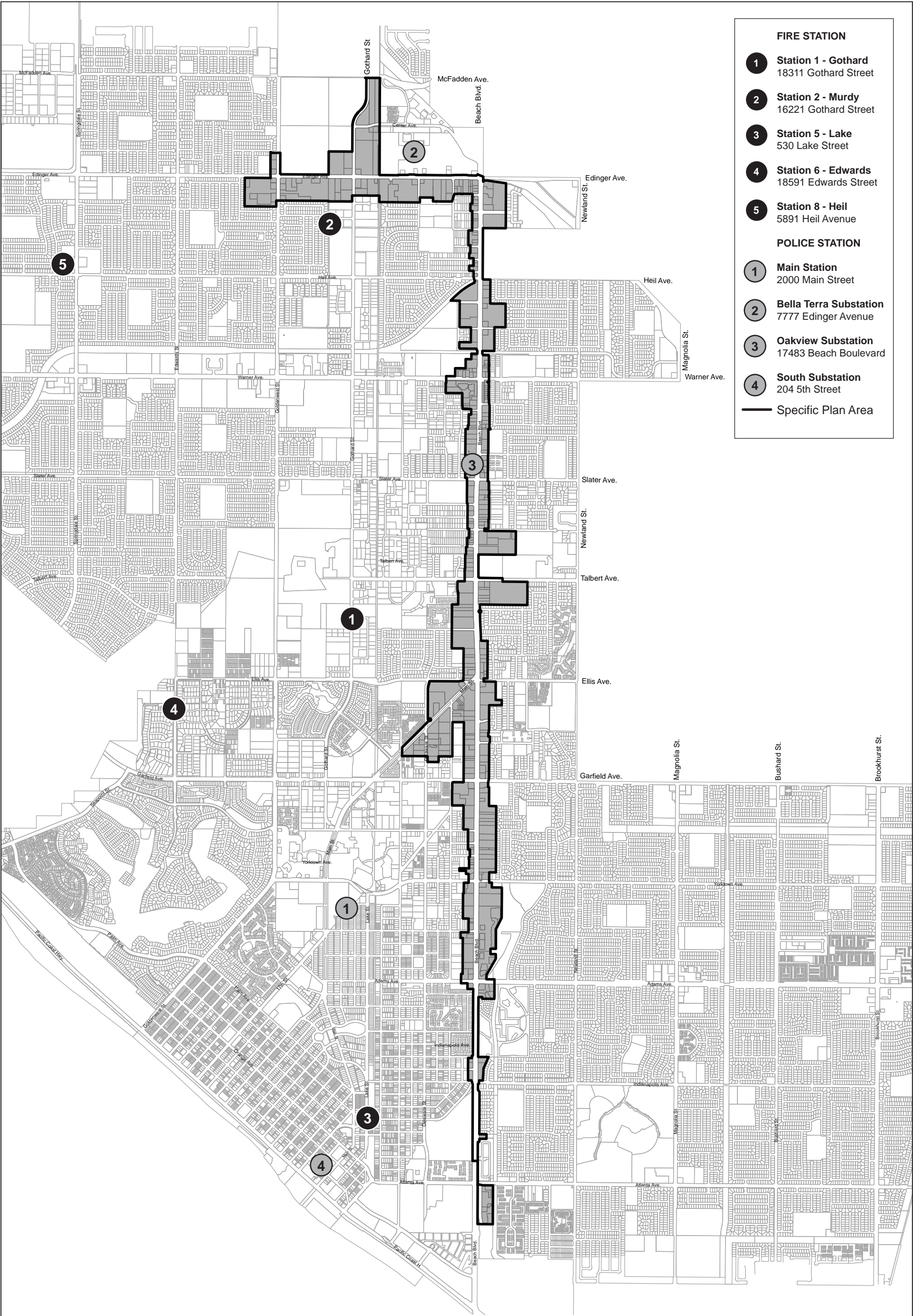
| <i>Station Number</i> | <i>Location</i> | <i>Area Served</i> | <i>Equipment/Staffing</i> |
|-----------------------|----------------------|---|--|
| Station 1: Gothard | 18311 Gothard Street | Oakview Area | <ul style="list-style-type: none"> ■ Command Vehicle ■ Paramedic Engine Company ■ Advanced and Basic Life Support Ambulance |
| Station 2: Murdy | 16221 Gothard Street | Area surrounding Bella Terra Mall, Golden West College, and the San Diego Freeway | <ul style="list-style-type: none"> ■ Paramedic/Engine Company ■ Truck Company ■ Advanced and Basic Life Support Ambulance |
| Station 5: Lake | 530 Lake Street | Downtown area, City beach, and pier | <ul style="list-style-type: none"> ■ Paramedic/Engine Company ■ Truck Company ■ Advanced and Basic Life Support Ambulance |
| Station 6: Edwards | 18591 Edwards Street | Seacliff Area | <ul style="list-style-type: none"> ■ Paramedic/Engine Company ■ Advanced and Basic Life Support Ambulance ■ Hazardous Materials Response Unit |
| Station 8: Heil | 5891 Heil Avenue | North part of the City, including the large industrial area | <ul style="list-style-type: none"> ■ Paramedic/Engine Company |

SOURCES: Darin Maresh. Written correspondence with Development Specialist, Huntington Beach Fire Department, December 3, 2008; Hunting Beach Fire Department, "Fire Operations/Fire Stations," http://www.ci.huntington-beach.ca.us/Government/Departments/Fire/Fire_Operations/FireStations/index.cfm (accessed January 15, 2009)

According to the City's General Plan Public Facilities and Public Services Element, the HBFD's emergency response time objective, including participation by other cities in the automatic aid agreement, is for the first fire or paramedic unit to arrive within five minutes, 80 percent of the time. The non-emergency response time goal is 15 minutes, 90 percent of the time (City of Huntington Beach 1996). According to the HBFD, the department currently responds to all emergency calls in the City in less than five minutes. The response time for non-emergency calls varies due to time of day and traffic conditions (Maresh 2008).

Within the Beach Boulevard and Edinger Avenue corridors, the HBFD had an average emergency response time of 5:07 between 1999 and 2008, 100 percent of the time (Maresh 2009a). This pattern is shown below in Table 4.11-2 (10-Year Average HBFD Response Time within Beach and Edinger Corridors).

In general, response times for the entire corridor appear to have slightly improved despite an increase in the annual number of calls. An exception to this is 2008, wherein a decrease in the number of calls was observed (although the response time correspondingly went down as well). Although there is no verifiable way to determine the exact reason as to why the response times generally improved, various factors could have contributed to the correlation. For example, a better Opticom system was installed on traffic signals to help personnel move through traffic easier. In addition, the fire engines are newer and have higher performance abilities than the later model apparatus. Response times also vary upon the fire apparatus location when the call comes in; sometimes the responder may be just down the street, while other times they could be a couple districts away.



Source: Maresh, Darin. Development Specialist. 2008. Huntington Beach Fire Department. Written correspondence. December 3. Huntington Beach Fire Department Website. Fire Operations/Fire Stations



NORTH
NOT TO SCALE

FIGURE 4.11-1
Location of Fire and Police Stations

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Table 4.11-2 10-Year Average HBFD Response Time within Beach and Edinger Corridors

| Year | Total Number of Calls | Average Response Time |
|--------------|------------------------------|------------------------------|
| 1999 | 2,242 | 5:11 |
| 2000 | 2,506 | 5:25 |
| 2001 | 2,601 | 5:20 |
| 2002 | 2,388 | 5:04 |
| 2003 | 2,598 | 5:21 |
| 2004 | 2,710 | 5:16 |
| 2005 | 2,927 | 5:12 |
| 2006 | 2,957 | 5:07 |
| 2007 | 2,956 | 5:05 |
| 2008 | 2,318 | 4:52 |
| Total | 26,203 | 5:07 |

SOURCE: Maresh, Darin. 2009. 10 year Beach-Edinger Corridor data, March 9.

Two areas that currently have the highest densities in comparison to the rest of the project site include the Bella Terra Mall and the Five Points Area. These two areas most closely resemble the Town Center Neighborhood District envisioned by the proposed Specific Plan (which encompasses portions of the Five Points Segment as well as a portion north of the Edinger Avenue Corridor along Gothard Street). The average response time at Bella Terra is 4:51 since its inception in 2004, and the average response time in the Five Points area over the past ten years is 5:07. Therefore, because the HBFD currently arrives to areas within the project site within approximately five minutes, 100 percent of the time, they currently exceed the existing goal of arriving within five minutes, 80 percent of the time.

Additional staff is available to the City, as needed, through mutual aid and automatic aid agreements with Orange County and other cities including Westminster, Santa Ana, Newport Beach, Fountain Valley, and Costa Mesa. The City receives and provides staffing assistance from and to other fire agencies on a countywide and statewide basis through the Office of Emergency Services when a large fire or disaster occurs.

Water service for domestic use and fire flows are provided to the project site by the City of Huntington Beach, which operates at a Class 1 water rating level. This rating was assigned to the department by the Insurance Services offices, based on the water supply a community uses for fire suppression, including hydrant size, type and installation, as well as the inspection frequency and condition of fire hydrants. The local water main system is a combined domestic and fire protection water grid system. This system provides adequate water pressure and volume to the area surrounding the proposed project site for purposes of fire suppression and domestic water use. Each city hydrant provides 4,000 gallons per minute at 20 pounds per square inch. In accordance with the *California Fire Code* (described below under Section 4.11.2 [Regulatory Framework]), minimum fire flows are generally achieved and maintained. All development plans are reviewed by the HBFD prior to construction to ensure that adequate fire flows

are maintained and that an adequate number of fire hydrants are provided in the appropriate locations in compliance with the *California Fire Code*.

4.11.2 Regulatory Framework

■ Federal

There are no federal regulations related to fire protection services applicable to the proposed project.

■ State

California Fire Code

The *California Fire Code* is based on the 2007 International Fire and Building Codes, and contains regulations relating to construction and maintenance of buildings and the use of premises. Topics addressed in the code include fire department access, fire hydrants, automatic sprinkler systems, fire alarm systems, fire and explosion hazards safety, hazardous materials storage and use, provisions intended to protect and assist first responders, industrial processes, and many other general and specialized fire safety requirements for new and existing buildings and premises. The code contains specialized technical regulations related to fire and life safety.

California Health and Safety Code

State fire regulations are set forth in Sections 13000 et seq. of the *California Health and Safety Code*, which include regulations concerning building standards (as also set forth in the *California Building Code*), fire protection and notification systems, fire protection devices such as extinguishers and smoke alarms, high-rise building and childcare facility standards, and fire suppression training.

■ Local

City of Huntington Beach Municipal Code

Fire Code

The *California Fire Code*, discussed above under State regulations, is adopted by the City under Chapter 17.56 of the City's *Municipal Code* with amendments as the Huntington Beach Fire Code, including specifications.

General Plan Public Facilities and Public Services Element

The City of Huntington Beach Public Facilities and Public Services Element is concerned with identifying, maintaining, and enhancing fire protection services. Applicable goals and policies of this Element include the following:

- Goal PF 2** Ensure adequate protection from fire and medical emergencies for Huntington Beach residents and property owners.
- Objective PF 2.1** Provide fire protection and paramedic services to all parts of the city of Huntington Beach.
- Policy PF 2.1.3** Maintain adequate facilities and personnel by periodically evaluating population growth, response time and fire hazards.
- Objective PF 2.3** Attempt to achieve “built in” fire protection for all structures.
- Policy PF 2.3.1** Continue to require all structures to follow all State and nationally recognized fire codes.
- Policy PF 2.3.2** Ensure that new construction is designed with fire and emergency access and safety in mind.

General Plan Growth Management Element

The City of Huntington Beach Growth Management Element addresses fire services. Applicable goals and policies of this element include the following:

- Goal GM 2** Provide adequate fire and paramedic services to meet the needs of the City’s population.
- Objective GM 2.1** Provide adequate fire and paramedic facilities and personnel to correspond with population and service demands for the entire City.
- Policy GM 2.1.2** Provide a 5--minute response time for emergency fire services at least 80 percent of the time.
- Policy GM 2.1.3** Provide a 5-minute response time for paramedic services at least 80 percent of the time.
- Policy GM 2.1.4** Ensure that new development site design incorporates measures to maximize fire safety and prevention.

Consistency Analysis

Similar to existing conditions, any future development under the proposed project would be required to follow all applicable State and local laws with respect to fire safety. Compliance with the regulations of the *California Fire Code* pertaining to fire protection systems and equipment, general safety precautions, and many other general and specialized fire-safety requirements for new and existing buildings and premises, would assist in ensuring consistency with the General Plan goals and policies related to new construction and site design. Additionally, as required by MM4.11-1, adequate funding for additional

staffing and/or equipment would be required to maintain adequate levels of service (as defined by the emergency response time goal). Therefore, implementation of the proposed Specific Plan would not conflict with these policies.

4.11.3 Project Impacts and Mitigation

■ Analytic Method

Impacts on fire protection services are considered significant if an increase in population or building area would result in inadequate staffing levels, response times, and/or increased demand for services that would require the construction of new fire protection facilities or the expansion of existing fire protection facilities that may have an adverse physical effect on the environment. The HBFD has established objectives for response times for emergency and non-emergency events.

■ Thresholds of Significance

The following threshold of significance is based on Appendix G of the 2009 CEQA Guidelines. For the purposes of this EIR, implementation of the proposed project may result in a potentially significant impact if the proposed project would cause the following:

- Result in substantial adverse physical impacts associated with the provision of new or physically altered governmental facilities, or the need for new or physically altered governmental facilities, the construction of which could cause significant environmental impacts, in order to maintain acceptable service ratios, response times, or other performance objectives for fire protection.

■ Impacts and Mitigation Measures

| | |
|-----------|---|
| Threshold | Would the project result in substantial adverse physical impacts associated with the provision of new or physically altered governmental facilities, or the need for new or physically altered governmental facilities, the construction of which could cause significant environmental impacts, in order to maintain acceptable service ratios, response times, or other performance objectives for fire protection? |
|-----------|---|

Impact 4.11-1 Implementation of the proposed project would increase the demand for fire protection services, and could require the construction of new or physically altered facilities to accommodate the increased demand. Even with implementation of mitigation measures, this impact is considered *significant and unavoidable*.

The proposed Specific Plan would result in land use changes and would increase development intensity within the project site. Full buildout (estimated at 2030) could result in the addition of up to 6,400 new dwelling units (du), 738,400 square feet (sf) of retail uses, 350 hotel rooms, and 112,000 sf of office uses. Not all of this development would be net growth, however, as many existing structures would be demolished to provide room for redevelopment activities. Overall, commercial and office space would decrease compared to existing conditions but the 6,400 du would be considered net growth.

Using the average household size in the City of Huntington Beach of 2.66 persons per household in 2008, the Specific Plan could result in approximately 17,024 new residents by 2030.³⁶ As discussed in detail in Section 4.10 (Population and Housing), the proposed project would allow no more residential growth than that which was originally identified in the General Plan (limiting growth to 18,500 dwelling units). However, although the Specific Plan would permit less commercial and office square footage within the corridors than is currently allowed, the increase in more intensive development throughout various segments and associated residential population would result in an increase in the number of fire service calls to the area compared to existing conditions.

The Specific Plan project site would be served by five of the eight fire stations within the City. Specifically, the following stations would serve the project site from north to south; Station 2, Station 8, Station 1, Station 6, and Station 5. These stations together have five Paramedic Engine Companies, two Truck Companies, four advanced and basic life support ambulances, and one Hazardous Materials Response Unit. The HBFD has established objectives for providing response in approximately five minutes, 80 percent of the time. As stated previously, the HBFD currently maintains this response time with existing facilities, equipment, and staffing. However, the HBFD has stated that each station in the City is currently at capacity with respect to apparatus and personnel.

Because the HBFD currently falls below the emergency response time goal within the project site and the City as a whole, it would likely be quite some time before the HBFD requires additional personnel and/or equipment in order to maintain an adequate level of service (as defined by the emergency response time goal). In order to ensure that an adequate service ratio is maintained throughout full buildout of the Specific Plan, however, the following mitigation measure shall be implemented.

MM4.11-1 Subject to the City's annual budgetary process, which considers available funding and the staffing levels needed to provide acceptable response time for fire and police services, the City shall provide sufficient funding to maintain the City's standard, average level of service through the use of General Fund monies.

Implementation of MM4.11-1 would ensure that the HBFD receives adequate staffing and/or equipment to maintain acceptable levels of service. However, because each fire station is currently at capacity, it is likely that any additional increases in either staffing levels or equipment (trucks, engines, etc.) would require expansions to existing facilities or, potentially, a new fire station(s).

Due to the size and long-range nature of the proposed project, it is not possible to specify the exact type, location, size, or timing of future development, which may contribute to an eventual increase in calls to the HBFD. Instead, the Specific Plan merely prescribes the type and intensity of development that would be allowed to occur within each segment, which is generally more intensive than that which is currently permitted under the General Plan. Therefore, it is currently unknown which fire station may eventually require an expansion to accommodate an increase in staff and/or equipment because the HBFD will need to be flexible to respond to any future increase in call volumes in particular areas.

³⁶ Calculated as 6,400 dwelling units multiplied by 2.66 people per household = 17,024 new residents

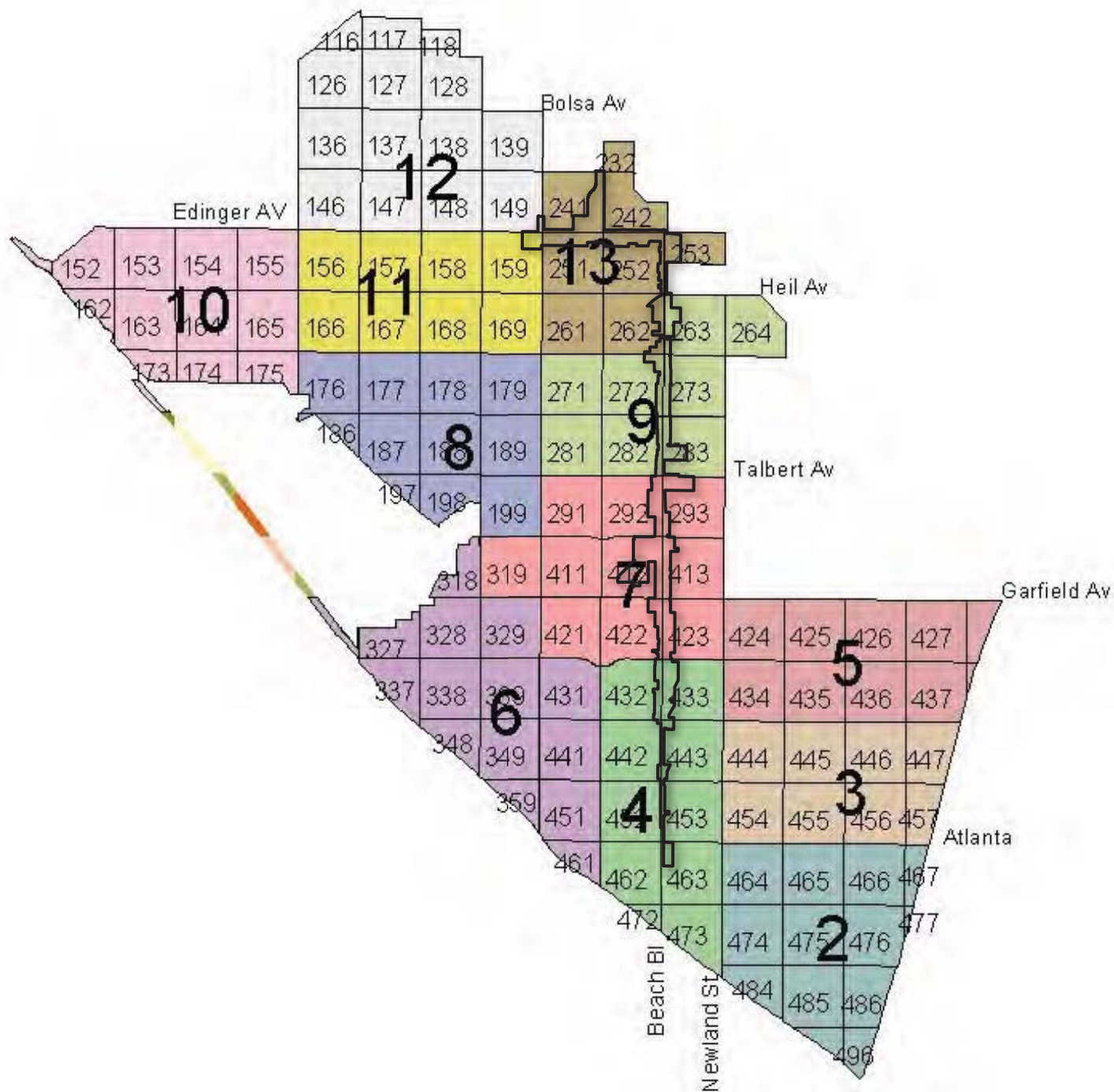
Due to the location of existing fire stations, any future improvements as well as potential new fire stations would likely occur off-site, outside of the project boundaries. Depending on the level of expansion or potential construction of a new station, the efforts could be subject to further CEQA review. However, because such specifics of future fire-related facilities are unknown at this time, it is infeasible to provide adequate mitigation measures to cover the breadth of potential future actions. Therefore, because the provision of additional fire personnel and/or equipment would require new or physically altered facilities, the construction of which could result in significant environmental impacts, this impact is considered *significant and unavoidable*.

Police Protection

4.11.4 Environmental Setting

The Huntington Beach Police Department (HBPD) provides police protection services within the jurisdictional boundaries of the City of Huntington Beach. The HBPD utilizes the “beat cop” system, which the City initiated in 2000. The City is divided into twelve beat areas. Under the Beat Command System, beat officers are assigned the responsibility of Community Oriented Policing, which is a philosophy of working and communicating with the community to identify services needed and problem solving in their respective beat areas. Sergeants are assigned to supervise and assist in the Community Oriented Policing activities within the beat areas. From south to north, Beach Boulevard is located in Beats 4, 7, 9 and 13. Along Edinger Avenue, the Specific Plan is located in Beats 11, 12 and 13. The various locations of each Beat are illustrated on Figure 4.11-2 (HBPD Beat Map). Each beat is broken up into reporting districts. Depending on the time of day and year, this beat system allows for quick response time and specific beat coverage unless officers are called upon by nearby beat officers for backup.

The HBPD operates out of its full service Main Station, located at 2000 Main Street (refer to Figure 4.11-1). The Main Station is responsible for dispatching first-response service throughout the City. Additionally, in an effort to decentralize police services from the main station into the community, the police department operates three neighborhood substations within the City that serve varying functions. All substations are maintained by volunteers. One substation is located in the Bella Terra Mall located at the northwest corner of Edinger Avenue and Beach Boulevard. The substation is intended for support of the officers handling calls in the immediate area. Currently, the Bella Terra Mall is patrolled Thursday-Saturday and every other Sunday by two officers between the hours of 12:00 A.M. and 11:30 P.M. These officers may utilize the substation to process paperwork and interview arrestees. The Oakview substation (also referred to as the North substation) is located at the northwest corner of Beach Boulevard and Slater Avenue. This substation is used as a center to hold community meetings, take crime reports, and to assist the public. The Oakview team is responsible for activity within the Oakview Community, and is open Monday through Friday from 9:00 A.M. to 4:00 P.M. and in the evenings on Thursday and Friday from 5:00 P.M. to 8:00 P.M. In the Oakview neighborhood, the HBPD’s Neighborhood Enforcement Team patrols the area. The Downtown substation, or South substation, is located at 5th and Walnut Streets. The majority of the downtown core is served by officers staffed out of this police substation.



LEGEND

— Specific Plan Boundary

Source: The City of Huntington Beach.



FIGURE 4.11-2
HBPD Beat Map

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Beach-Edinger Corridors Specific Plan EIR

This substation is staffed seven days a week by the Special Enforcement Team, or members of the Volunteers in Police Service (V.I.P.S.) and Retired Senior Volunteer programs. The goal of the North and South substations is to make them as close to full-service as the main station as possible. Members of the public may stop in during the hours of operation to request police services, ask questions, or simply talk to a police officer (HBPD 2009b).

The HBPD currently employs a total of 237 sworn police offices and 233 civilian positions. With an estimated 2008 City population of 201,993 residents (California DOF 2008b), the current officer-to-population ratio is 1.17 officers per 1,000 residents. While the HBPD does not use a police officer per population ratio to determine their staffing needs, the Growth Management Element of the General Plan establishes a target ratio of 1.2 officers per 1,000 residents as a minimal standard (City of Huntington Beach 2002). Therefore, the City is nearly consistent with recommended staffing levels.

Calls for service are categorized into priorities based on the type of call received. However, a call for service does not necessarily indicate that a crime has occurred; calls for service could be associated with medical assists, patrons locked out of vehicles, or other non-crime related incidents. Priority 1 calls are in-progress crimes that are serious in nature. Officers are dispatched immediately to these calls. Priority 2 calls are less serious incidents, but still require an immediate response. Guidelines require that the HBPD dispatch officers to Priority 2 calls within 5 minutes. Priority 3 calls are generally burglary alarm calls, and officers are generally dispatched within 15 minutes. Priority 4 calls are generally report calls and incidents that are less pressing. Officers are dispatched to these calls as soon as a beat officer is available. Response times for Priority 4 calls are heavily dependent on daily activity. On high-activity days some calls can be held up for up to an hour, while on slow days Priority 4 calls may be dispatched as soon as they are received, and concluded within half an hour (Reynolds 2008b). Priority 5 calls are non-emergency report calls that are generally responded to within one and a half hours. Table 4.11-3 (Average Police Response Times in the Specific Plan Area from 7/01/07 to 6/30/08) shows the average police response times within the project site.

| Table 4.11-3 Average Police Response Times in the Specific Plan Area from 7/01/07 to 6/30/08 | | |
|--|------------------------|-----------------------|
| Priority | Response Time | |
| | Beach Boulevard | Edinger Avenue |
| 1 | 5:45 | 7:32 |
| 2 | 11:10 | 11:25 |
| 3 | 13:33 | 13:29 |
| 4 | 25:52 | 22:34 |
| 5 | 27:46 | 26:04 |
| SOURCE: Mike Reynolds, written correspondence with Lieutenant, Huntington Beach Police Department, July 30, 2008 | | |

The City receives and provides staffing assistance from and to other police departments on a citywide and countywide basis for law enforcement services. Additional staff is available to the City, as needed, through mutual aid and automatic aid agreements with the county and State. The City also operates an

Emergency Operations Center (EOC) that provides emergency management and preparedness services to the City in the event of a major disaster or incident. In the event of emergencies involving earthquakes, tsunamis, civil disturbances, energy crises, nuclear power plant emergencies, terrorism and acts of war, the EOC (located at City Hall) assures that central coordination, public official alerting, care and shelter, evacuation, search and rescue, resource mobilization, and recovery operate effectively. Activation of the EOC is required by the California Standardized Emergency Management System (SEMS) under the following conditions:

- On the request by a local government or county agency
- Two cities proclaiming a local emergency
- County Emergency Proclamation and a City Local Emergency Proclamation
- Request by any member of the Orange County Operational Area (OA) for Governor's Proclamation
- State of Emergency proclaimed in Orange County or the State of California
- Request for Outside Resources by a member of the OA

In addition, the Orange County Sheriff's Department Emergency Management Bureau provides secondary emergency management and preparedness services to the Orange County OA, including the City of Huntington Beach.

The City of Huntington Beach maintains crime statistics for "Part One Crimes," which include; homicide, rape, robbery, aggravated assaults, burglary, vehicle theft, larceny, and arson. Crime statistics have been organized by beat and broken down by types of Part One Crimes. Part One Crimes in the Beats that include the Specific Plan project site are listed in order of the least to greatest number of crimes in 2008: Beat 11, Beat 12, Beat 4, Beat 7, Beat 9, and Beat 13 for a total of 3,363 Part One Crimes. Beat 13 experienced 850 Part One Crimes; and had the highest crime rates in the City. The City of Huntington Beach experienced a total of 5,725 Part One Crimes in 2007. Crimes that occurred in the Beats that include the Specific Plan represent approximately 59 percent of the total crimes committed in the City. However, it is important to note that each Beat covers far more than just the Specific Plan area, as each Beat covers a wide range of territory. Of the total number of crimes in 2008, 347 (or approximately 6 percent) of these crimes were defined as violent (HBPD 2009a).

4.11.5 Regulatory Framework

■ Federal

There are no federal regulations related to police protection services applicable to the proposed project.

■ State

There are no state regulations related to police protection services applicable to the proposed project.

■ Local

General Plan Public Facilities and Public Services Element

The City of Huntington Beach Public Facilities and Public Services Element is concerned with identifying, maintaining, and enhancing police protection services. Applicable goals and policies of this Element include the following:

- Goal PF 1** Protect the community from criminal activity, reduce the incidence of crime and provide other necessary services within the City.
- Objective PF 1.1** Provide adequate police facilities and personnel to correspond with population and service demands, and provide protection for the community from illicit activities and crime.
 - Policy PF 1.1.1** Enhance and maintain personnel and facilities in the City's Police Department necessary to provide response times at standards determined by the Growth Management Element.
- Objective PF 1.3** Ensure that new developments in Huntington Beach are designed to encourage safety.
 - Policy PF 1.3.2** Ensure that new development and land use proposals are analyzed to determine the impact on their operators, occupants, visitors, or customers may have on the safety and welfare of the community.

General Plan Growth Management Element

The City of Huntington Beach Growth Management Element addresses police services. Applicable goals and policies of this element include the following:

- Goal GM 1** Provide adequate police services to meet the needs of the City's population.
- Objective GM 1.1** Provide adequate police facilities and personnel to correspond with population and service demands for the entire City.
 - Policy GM 1.1.2** If feasible, provide for a target ratio of a minimum of 1.2 officers per thousand population.
 - Policy GM 1.1.7** Ensure that new development site design incorporates measures to maximize policing safety and security.

Consistency Analysis

Future development under the proposed Specific Plan would incorporate design measures to maximize safety and security throughout the corridors. Street Regulations are included in the Specific Plan, which would ensure that streets and blocks throughout the project site are upgraded or built with the quality necessary to enhance connectivity of streets, to create safe and attractive streetscape environments, and to encourage walking throughout the plan area as it intensifies. In addition, the future presence of mixed-uses throughout the corridors would help areas to self-police by the mere presence of increased populations during the day and nighttime hours for various activities. While increases in population can result in more crime, the increases can also help to offset crimes by providing more eyes on the street. Further, as required by MM4.11-1, appropriate measures would be taken during the budgetary process to ensure that the HBPD has adequate funding levels (for staffing, equipment, etc.) to maintain acceptable levels of service throughout the community. Consequently, the proposed project would not conflict with the applicable goals and policies of the City's General Plan.

4.11.6 Project Impacts and Mitigation

■ Analytic Method

Although a target ratio of 1.2 officers per 1,000 residents is identified in the Growth Management Element, the HBPD does not use a police officer per population ratio to determine their staffing needs. Currently, the HBPD does not have any standard criteria for evaluating acceptable levels of police services. Impacts on police protection services are considered significant if an increase in population of building area would result in inadequate staffing levels (as measured by the ability of the HBPD to respond to call loads) and/or increased demand for services that would require the construction or expansion of new or altered police protection facilities that might have an adverse physical effect on the environment.

■ Thresholds of Significance

The following threshold of significance is based on Appendix G of the 2009 CEQA Guidelines. For purposes of this EIR, implementation of the proposed project may have a significant adverse impact if it would do the following:

- Result in substantial adverse physical impacts associated with the provision of new or physically altered governmental facilities, or the need for new or physically altered governmental facilities, the construction of which could cause significant environmental impacts, in order to maintain acceptable service ratios, response times, or other performance objectives for police protection.

■ Impacts and Mitigation Measures

| | |
|-----------|---|
| Threshold | Would the project result in substantial adverse physical impacts associated with the provision of new or physically altered governmental facilities, or the need for new or physically altered governmental facilities, the construction of which could cause significant environmental impacts, in order to maintain acceptable service ratios, response times, or other performance objectives for police protection? |
|-----------|---|

Impact 4.11-2 Implementation of the proposed project could result in the need for additional officers; however, the project is not anticipated to require new or physically altered police facilities in order to maintain acceptable service ratios. This impact is considered *less than significant*.

Implementation of the proposed Specific Plan would result in land use changes and increases in development intensity which would result in direct population growth, and an increase in usable space along the Beach Boulevard and Edinger Avenue Corridors. Overall, buildout of the Specific Plan (estimated at 2030) could result in the addition of up to 6,400 new dwelling units (du), 738,400 sf. of retail uses, 350 hotel rooms, and 112,000 sf of office uses. Not all of this development would be net growth, however, as many existing structures would be demolished to provide room for redevelopment activities. Overall, commercial and office space would decrease compared to existing conditions but the 6,400 du would be considered net growth.

Using the average household size in the City of Huntington Beach of 2.66 persons per household in 2008, the Specific Plan could result in approximately 17,024 new residents by 2030.³⁷ As discussed in detail in Section 4.10 (Population and Housing), the proposed project would allow no more residential growth than that which was originally identified in the General Plan (limiting growth to 18,500 dwelling units). However, although the Specific Plan would permit less commercial and office square footage within the corridors than is currently allowed, the future increase in the residential population would result in an increase in the number of police service calls to the area compared to existing conditions.

Due to the size and long-range nature of the proposed project, it is not possible to specify the exact type, location, size, or timing of future development. Instead, the Specific Plan merely prescribes the type and intensity of development that would be allowed to occur within each segment, which is generally more intensive than that which is currently permitted under the General Plan.

Although the presence of additional people creates the opportunity for a crime to occur, it is not currently possible to estimate how many additional calls would likely occur under full buildout of the Specific Plan because no specific developments are proposed as part of the project. Therefore, as discussed in the Fire Services section, MM4.11-1 would be required, which would ensure that adequate staffing levels are maintained.

The City evaluates its police response times on an annual basis and will commit sufficient funding from project-generated tax revenues to provide adequate staffing levels such that the City's police response

³⁷ Calculated as 6,400 dwelling units multiplied by 2.66 people per household = 17,024 new residents

times can be maintained. A variety of approaches can be employed to ensure adequate staffing levels, including, but not necessarily limited to, hiring (temporary and/or full-time), authorizing overtime and/or reassignments. Therefore, increases in staffing are evaluated by the HBPD during its annual budgetary process, and personnel are hired, or overtime pay is funded for existing personnel, as needed, to ensure that adequate police protection services are provided.

In addition to an increase in residential population, implementation of the proposed project would also result in the issuance of new alcohol permits in the City, which could result in an increased need for police protection services. However, existing regulations have been established to evaluate the issuance of these permits to ensure that any potential impacts with respect to crime or hazardous conditions are reduced or eliminated. The *California Business and Professions Code*, Sections 23950 to 23962, lists the regulations that the California Department of Alcoholic Beverage Control (ABC) follow when reviewing liquor permit applications. In summary, the issuance of alcohol permits is discretionary, and there is no cap on the number of licenses that may be issued in any jurisdiction. The ABC may deny a permit for a number of reasons, including an undue concentration of alcohol permits as compared to other areas, or the potential issuance of a permit in a high-crime neighborhood. Further, the ABC seeks the input of the prevailing jurisdiction before issuing or denying a permit.

Full buildout under the Specific Plan would cause service levels to drop below current levels of service; however, this impact could be mitigated to a less-than-significant level through the addition of sworn and support staff, as needed, or by the measures indicated above if the HBPD determines not to add staff. Currently, the HBPD has no plans for expansion of its personnel levels or substation facilities. It is anticipated that new facilities would not be required to accommodate any potential increases in staff, as the existing Bella Terra substation could accommodate increases. Additionally, small units with four to five persons could likely be accommodated at other substations as well. Therefore, the provision of additional police personnel would not require new or physically altered facilities, the construction of which could result in significant environmental impacts.

In summary, future development under the proposed project is not expected to notably affect HBPD resources given that General Fund monies from increased property tax revenue associated with the development, as well as other fee revenues may be used to augment equipment levels. Therefore, persons on-site or elsewhere in the City would not be exposed to increased risks as a result of the proposed project's additional demands on the HBPD. In addition, the issuance of alcohol permits is discretionary and all actions consider the input of the prevailing jurisdiction. If necessary, and for any reason, the ABC and/or the City of Huntington Beach could recommend denial of an alcohol permit in the interest of public welfare and safety. Consequently, impacts to police services are considered *less than significant*.

Schools

4.11.7 Environmental Setting

The project site would be served by the Huntington Beach City School District (HBCSD), Huntington Beach Union High School District (HBUHSD), and the Ocean View School District (OVSD).

The HBCSD operates seven elementary schools serving grades kindergarten through five, and two middle schools serving grades six through eight. The district serves students residing within the City of Huntington Beach and a portion of the incorporated County of Orange. Collectively, these facilities in school year 2007/2008 had an optimal capacity of 6,864 students. Of these 6,864 existing seats, 4,532 are at the elementary school level and 2,332 are at the middle school level (Dolinka Group 2008b). The southern portion of the Specific Plan area would be served by the following schools in this district: Joseph R. Perry Elementary, John R. Peterson Elementary, and S.A. Moffett Elementary, as well as Dwyer Middle School and Sowers Middle School.

Perry Elementary serves residents along Beach Boulevard between Ellis Avenue and Yorktown Avenue. Peterson Elementary serves residents along Beach Boulevard between Yorktown Avenue and Atlanta Avenue. Moffett Elementary serves residents along the eastside of Beach Boulevard, south of Atlanta Avenue. Students who attended Perry Elementary School would attend Dwyer Middle School, and students who attend either Peterson or Moffett Elementary Schools would attend Sowers Middle School. All schools serving the Specific Plan area are operating below capacity in the 2008/09 school year. The current enrollment of each school in the HBCSD serving the project site is listed in Table 4.11-4 (Capacity and Enrollment of Schools Serving the Specific Plan Area).

| Table 4.11-4 Capacity and Enrollment of Schools Serving the Specific Plan Area | | | | |
|---|--|----------------------------|-----------------|---------------------|
| <i>School</i> | <i>Location</i> | <i>Enrollment(2008/09)</i> | <i>Capacity</i> | <i>Overcrowding</i> |
| HBCSD | | | | |
| Moffett ES | 8800 Burlcrest Avenue Huntington Beach, CA 92646 | 509 | 550 | No |
| Perry ES | 19231 Harding Lane Huntington Beach, CA 92646 | 424 | 550 | No |
| Peterson ES | 20661 Farnsworth Lane Huntington Beach, CA 92646 | 668 | 720 | No |
| Dwyer MS | 1502 Palm Avenue Huntington Beach, CA 92648 | 1166 | 1200 | No |
| Sower MS | 9300 Indianapolis Avenue Huntington Beach, CA 92646 | 1242 | 1250 | No |
| HBUHSD | | | | |
| Edison HS | 21400 Magnolia Street Huntington Beach, CA 92646 | 2653 | 2,484 | ** |
| Huntington Beach HS | 1905 Main Street Huntington Beach, CA 92648 | 2524 | 2511 | ** |
| Marina HS | 15871 Springdale Street Huntington Beach, CA 92649 | 2866 | 2484 | ** |
| Ocean View HS | 17071 Gothard Street Huntington Beach, CA 92647 | 1588 | 2106 | No |
| OVSD | | | | |
| Circle View ES | 6261 Hooker Drive Huntington Beach, CA 92641 | 730 | * | ** |

Table 4.11-4 Capacity and Enrollment of Schools Serving the Specific Plan Area

| <i>School</i> | <i>Location</i> | <i>Enrollment (2008/09)</i> | <i>Capacity</i> | <i>Overcrowding</i> |
|-----------------|---|-----------------------------|-----------------|---------------------|
| College View ES | 6582 Lennox Drive Huntington Beach, CA 92647 | 444 | * | ** |
| Golden View ES | 17251 Golden View Lane Huntington Beach, CA 92647 | 531 | * | ** |
| Hope View ES | 17622 Flintstone Lane Huntington Beach, CA 92647 | 665 | * | ** |
| Lake View ES | 17451 Zeider Lane Huntington Beach, CA 92647 | 383 | * | ** |
| Oak View ES | 17241 Oak Lane Huntington Beach, CA 92647 | 830 | * | ** |
| Sun View ES | 7721 Juliette Low Drive Huntington Beach, CA 92647 | 561 | * | ** |
| Westmont ES | 8251 Heil Avenue Westminster, CA 92683 | 411 | * | ** |
| Marine View MS | 5682 Tilburg Drive Huntington Beach, CA 92649 | 873 | * | ** |
| Mesa View MS | 17601 Avilla Lane Huntington Beach, CA 92647 | 746 | * | ** |
| Spring View MS | 16662 Trudy Lane Huntington Beach, CA 92647 | 840 | * | ** |

SOURCE: Janet Worley, e-mail communication with Ocean View School District, October 2008;
Michael Curran, e-mail communication with Huntington Beach City School District, September 2008;
Pam Jameson, e-mail communication with Huntington Beach Union High School District, July 2008

* OVSD does not have total capacity numbers available.

** Due to modernization, interim housing is used to ease overcrowding

The OVSD serves the northern portion of the Specific Plan and currently operates eleven elementary schools, four middle schools, and one preschool. The project site would be served by the following elementary schools: Circle View, College View, Golden View, Hope View, Lake View, Oak View, Sun View, and Westmont. Total district-wide enrollment during the 2007/08 school year was 9,412 students. The middle schools serving the project site include: Marine View, Mesa View, Spring View, and Vista View. Total capacity in the district is unknown due to the use of interim housing to accommodate the ever-changing enrollment throughout the district. Per OVSD, the current level of enrollment within the school district has been declining in recent years and this decline is expected to continue for the next several years. The OVSD does not anticipate an immediate change in the enrollment patterns (Worley 2008b). There are currently no plans for the addition of new schools within the District.

The HBUHSD includes the entire City and extends slightly into the cities of Westminster and Fountain Valley. The District operates six comprehensive high schools serving grades 9 through 12, one continuation high school, one independent study high school, and one community day school. The HBUHSD has a current high school enrollment of approximately 16,052 students (Total School Solutions 2008). The project site would be served by the following high schools: Edison, Huntington Beach, Marina, and Ocean View. The current enrollment at these schools, with the exception of Ocean View High School, exceeds capacity. In order to ease overcrowding, the school district has incorporated

interim housing. Projections provided by the HBUHSD indicate that District-wide total enrollment will decline over the next five years. However, the high school attendance area served by Marina High School is projected to have unhoused students. Enrollment at Marina High School during the 2012/13 school year would exceed capacity by approximately 184 students (Total School Solutions 2008). The current enrollment, capacity, and location of HBUHSD schools serving the project site are listed in Table 4.11-4. The location of each school is illustrated on Figure 4.11-3 (Schools Serving Specific Plan Area).

4.11.8 Regulatory Framework

■ Federal

There are no federal regulations related to schools that are applicable to the proposed project.

■ State

California State Assembly Bill 2926 (AB 2926)—School Facilities Act of 1986

In 1986, AB 2926 was enacted by the state of California authorizing entities to levy statutory fees on new residential and commercial/industrial development in order to pay for school facilities. AB 2926, titled the *School Facilities Act of 1986*, was expanded and revised in 1987 through the passage of AB 1600, which added Section 66000 et seq. of the *Government Code*. Under this statute, payment of statutory fees by developers would serve as total CEQA mitigation to satisfy the impact of development on school facilities.

California Government Code Section 65995—School Facilities Legislation

The School Facilities Legislation was enacted to generate revenue for school districts for capital acquisitions and improvements.

California Senate Bill 50 (SB 50)

The passage of SB 50 in 1998 defined the Needs Analysis process in *Government Code* Sections 65995.5 to 65998. Under the provisions of SB 50, school districts may collect fees to offset the costs associated with increasing school capacity as a result of development. The fees (referred to as Level One fees) are assessed based upon the proposed square footage of residential, commercial/industrial, and/or parking structure uses. Level Two fees require the developer to provide one-half of the costs of accommodating students in new schools, while the state would provide the other half. Level Three fees require the developer to pay the full cost of accommodating the students in new schools and would be implemented at the time the funds available from Proposition 1A (approved by the voters in 1998) are expended. School districts must demonstrate to the state their long-term facilities needs and costs based on long-term population growth in order to qualify for this source of funding. However, voter approval of Proposition 55 on March 2, 2004, precludes the imposition of the Level Three fees for the foreseeable future. Therefore, once qualified, districts may impose only Level Two fees, as calculated according to SB 50.

■ Local

General Plan Public Facilities and Public Services Element

The City of Huntington Beach Public Facilities and Public Services Element is concerned with identifying, maintaining, and enhancing public school facilities. Applicable goals and policies of this element include the following:

Goal PF 4 Promote a strong public school system which advocates quality education. Promote the maintenance and enhancement of the existing educational systems facilities, and opportunities for students and residents of the City to enhance the quality of life for existing and future residents.

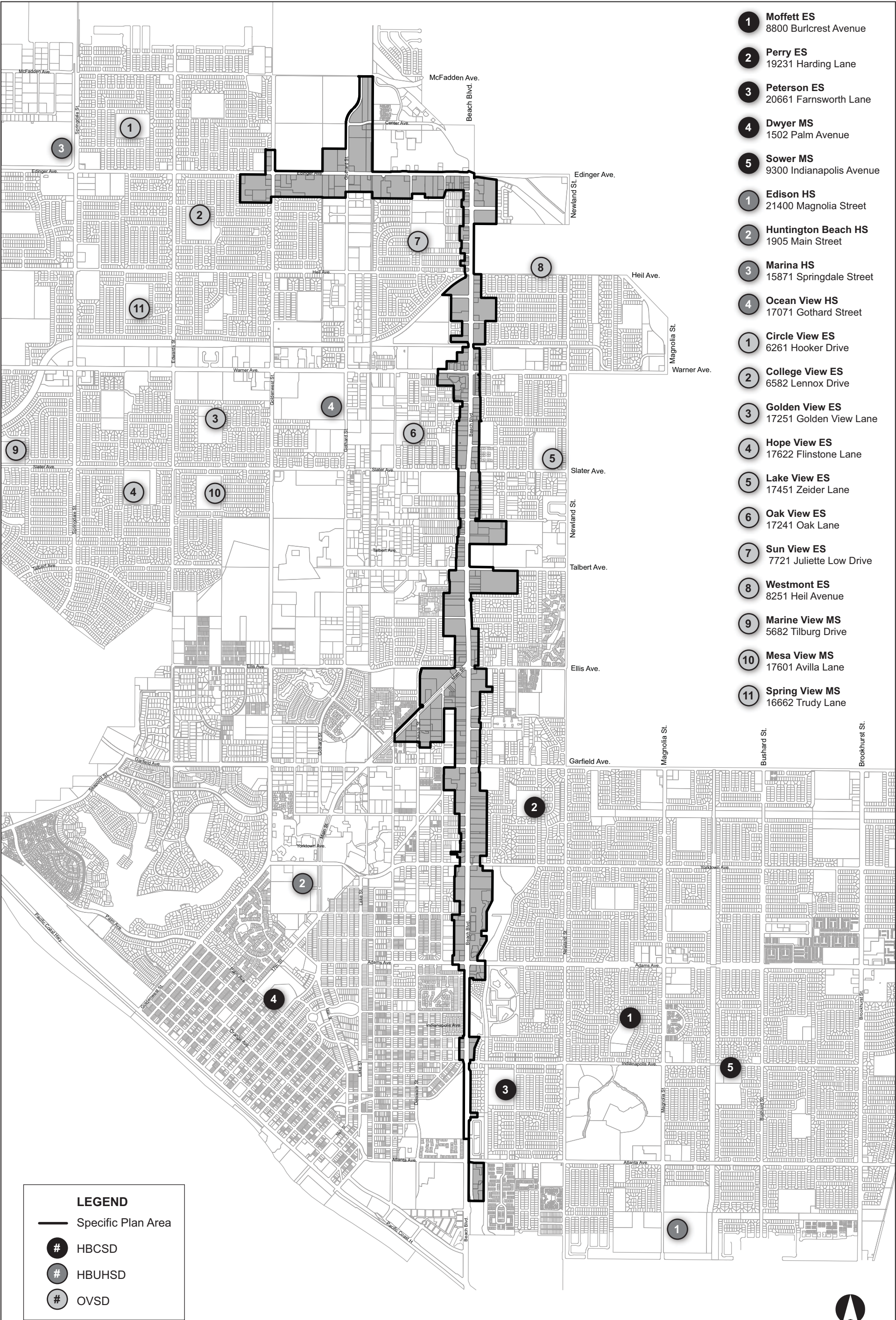
Objective PF 4.2 Monitor new development activities within the city and coordinate with local school districts to meet future educational needs in the undeveloped areas of Huntington Beach.

Policy PF 4.2.2 Require new development projects to pay appropriate school impact fees to the local school districts.

Policy PF 4.2.3 Ensure that development shall not occur without providing for adequate school facilities.

Consistency Analysis

Future development projects under the proposed Specific Plan would be required to pay all relevant school impact fees. These fees would be distributed as appropriate to the affected districts: HBCSD, OVSD, and HBUHSD and would provide funds for any additional school facilities that could be required as a result of future increases in student enrollment through additional residential projects. A majority of schools serving the project site anticipate declining enrollment; therefore, implementation of future residential projects would not immediately result in overcrowding existing schools and would not necessitate the need for any additional school facilities. Nonetheless, code requirements CR4.11-1, CR4.11-2, and CR4.11-3 would ensure that future developments under the Specific Plan pay development fees based on residential square footage and commercial square footage. The proposed project would be consistent with applicable policies of the Public Facilities and Public Services Element of the General Plan.



Source: City of Huntington Beach, General Plan, March 2007; Sebring, Nancy. Email communication with Ocean View School District. February 2008 and email communication with HBUHSD.

FIGURE 4.11-3
Schools Serving Specific Plan Area

100000407

Beach-Edinger Corridors Specific Plan EIR

4.11.9 Project Impacts and Mitigation

■ Analytic Method

Impacts on schools are determined by analyzing the projected increase in the demand for schools as a result of a proposed project and comparing the projected increase with the schools' remaining capacities to determine whether new or altered facilities would be required. Impacts on schools are considered to be less than significant with payment of the state Department of Education Development Fee, which was enacted to provide for school facilities construction, improvements, and expansion.

■ Thresholds of Significance

The following threshold of significance is based on Appendix G of the 2009 CEQA Guidelines. For purposes of this EIR, implementation of the proposed project may have a significant adverse impact on school services if it would do the following:

- Result in substantial adverse physical impacts associated with the provision of new or physically altered educational facilities, or the need for new or physically altered educational facilities, the construction of which could cause significant environmental impacts, in order to maintain acceptable service ratios, response times, or other performance objectives for education.

■ Impacts and Mitigation Measures

| | |
|-----------|---|
| Threshold | Would the project result in substantial adverse physical impacts associated with the provision of new or physically altered governmental facilities, or the need for new or physically altered governmental facilities, the construction of which could cause significant environmental impacts, in order to maintain acceptable service ratios, or other performance objectives for schools? |
|-----------|---|

Impact 4.11-3 **Although the proposed project could result in additional students it is not anticipated to require new or physically altered facilities, the construction of which could cause significant environmental impacts. The increase in students would likely be accommodated within existing facilities due to available capacity in the school districts. With implementation of code requirements, this impact is considered *less than significant*.**

Each school district utilizes different student generation rates. According to the HBCSD, each multi-family attached unit would generate 0.1624 elementary school students and 0.0812 middle school students. Therefore, based on full residential build-out of the Specific Plan of 6,400 new dwelling units, approximately 1,039 elementary school students and 529 middle school students would be generated. OVSD uses student generation rates of 0.66 students per housing unit for elementary school students, and 0.12 students per housing unit for middle school students.³⁸ Full buildout under the OVSD rates would result in approximately 4,224 elementary students and 768 middle school students. Therefore, it is

³⁸. The OVSD uses generation rates based on single-family detached units (Sebring 2008).

estimated that full buildout under the Specific Plan would result in a range of approximately 1,039 to 4,224 new elementary school students and between 529 and 768 middle school students. Neither school district would be the sole bearer of all new students within the project site. Instead, future students would be enrolled in schools throughout both school districts depending on the location of residential development throughout the Specific Plan.

A Residential Development School Fee Justification Study was prepared for the HBCSD in April 2008, which estimates the increase in residential development within the district through 2030. Projected student enrollment was based on Southern California Association of Governments (SCAG) projections. In total, approximately 2,602 additional residential units were expected to be constructed within the District's boundaries through 2030 (approximately 683 single-family and 1,919 multi-family units). As discussed in detail in Sections 4.8 (Land Use) and 4.10 (Population and Housing), it is the City's intent to meet future housing needs by redistributing the overall residential growth that was originally identified in the General Plan to other areas of the City. Therefore, while residential growth along the Beach and Edinger Corridors was not originally identified in the SCAG projection data, the overall residential development in the City is expected to remain the same because less development is expected to occur in areas that currently allow residential development. Consequently, implementation of the proposed project is not expected to result in changes to the enrollment projection numbers provided in the School Fee Justification Study. The OVSD also has a Developer Fee Justification Study; however, they do not rely upon the enrollment projections because the document is dated. Consequently, this analysis relies upon the projections within the HBCSD study for future elementary and middle school students.

Based on the above mentioned assumption, it is further estimated that of the total 6,400 residential units in the Specific Plan, approximately 1,450 multi-family units would be located in the boundaries of the HBCSD while the remaining 4,950 units would be located within the OVSD.³⁹ Utilizing the individual school district generation rates, this would equate to an increase of approximately 353 students in the HBCSD and approximately 3,861 students in the OVSD.⁴⁰ The OVSD anticipates that the enrollment for its elementary and middle schools will be lower in the upcoming years and will continue to decline in the future. Due to the expected declining enrollment, new students from future development would not result in overcrowding and would likely help offset the current declining enrollment (Worley 2008b). Additionally, the estimated increase of 1,450 multi-family dwelling units within the HBCSD boundaries is less than that projected within the Residential Development School Fee Justification Study, which estimates an increase of 1,919 multi-family units in the district boundaries by 2030. Therefore, this analysis is in line with the projected enrollment increases within the HBCSD.

Unlike the K–8 districts, the HBUHSD covers development within the entire Specific Plan project site. The HBUHSD prepared a Developer Fee Justification report in August 2008; however, this document only provides projections over a five-year period (through 2012/13). According to the Developer Fee

³⁹ Estimated residential units within each school district are based upon land use data in Table 3-1 [Projected Specific Plan Development]. The estimated increase in each segment was compared to the district boundary maps. For the Five Points Segment, 1,000 du were estimated to be within the OVSD while the remaining 500 were estimated to be within the HBCSD.

⁴⁰ HBCSD: $(0.1624 \times 1,450 \text{ du}) + (0.0812 \times 1,450 \text{ du}) = 353 \text{ students}$; OVSD: $(0.66 \times 4,950 \text{ du}) + (0.12 \times 4,950 \text{ du}) = 3,861 \text{ students}$

Justification report prepared for the HBUHSD, the District overall is forecasted to experience a decline in enrollment over the next five years. The exception would be Marina High School, which has been projected to exceed capacity in the school year 2012/13. Based on a student generation rate of 0.20 high school students per housing unit (Total School Solutions 2008), full build-out of the proposed Specific Plan would generate approximately 1,280 high school students.

Population growth resulting from implementation of the proposed Specific Plan would increase the number of students within the HBCSD, OVSD, and HBUHSD through 2030. However, the majority of schools serving the Specific Plan project site are currently operating below maximum capacity. Additionally, all three of the school districts anticipate that the enrollment will be lower in the upcoming years and will continue to decline in the future. Due to declining enrollment within each district, new students generated as a result of future development would not result in overcrowding and would likely help offset the current declining student population.

The State of California is responsible for the funding of public schools. To assist in providing facilities to serve students generated by new development, the governing board of any school district is authorized to levy a fee, charge, dedication, or other requirement against any construction within the boundaries of the district, for the purposes of funding the construction or reconstruction of school facilities. The following code requirements shall be implemented, as required by applicable local, state, or federal laws or regulations.

- CR4.11-1 *Project Applicants for future development located within the HBCSD shall pay all applicable development impact fees in effect at the time of building permit issuance to the HBCSD to cover additional school services required by the new development. These fees are currently \$1.52 per square foot (sf) for any new multi-family attached residential unit, \$0.29 per sf of commercial/industrial development, and \$0.25 per sf of hotel/motel development.*
- CR4.11-2 *Project Applicants for future development located within the OVSD shall pay all applicable development impact fees in effect at the time of building permit issuance to the OVSD to cover additional school services required by the new development. These fees are currently \$1.37 per square foot (sf) of accessible interior space for any new residential unit and \$0.22 per sf of covered floor space for new commercial/retail development.*
- CR4.11-3 *Future project Applicants shall pay all applicable development impact fees in effect at the time of building permit issuance to the HBUHSD to cover additional school services required by the new development. These fees are currently \$1.15 per square foot (sf) of accessible interior space for any new residential unit and \$0.16 per sf of covered floor space for new commercial/retail development.*

Implementation of code requirements CR4.11-1, CR4.11-2, and CR4.11-3, requiring the payment of fees collected under the authority of SB 50 would offset any additional increase in educational demand at the elementary schools, middle schools, and high schools serving future residential development in the Specific Plan project site. Due to the declining enrollment throughout the three districts in combination with the multiple school locations that would serve the project site, implementation of the proposed Specific Plan is not expected to require new or physically altered school facilities to serve future development, the construction of which could result in significant environmental impacts. This impact would be ***less than significant***.

Library Services

4.11.10 Environmental Setting

The Huntington Beach Library system consists of the Central Library and Cultural Center, which is located at 7111 Talbert Avenue, and four additional library branches located throughout the City as listed in Table 4.11-5 (Huntington Beach Public Library System). The Huntington Beach Public Library system is considered a medium-sized system built to serve the needs of Huntington Beach residents. The total collection consists of approximately 431,304 items distributed amongst the five branches.

| Table 4.11-5 Huntington Beach Public Library System | |
|---|-----------------------|
| <i>Library Branch</i> | <i>Address</i> |
| Central Library and Cultural Center | 7111 Talbert Avenue |
| Main St. Branch Library | 525 Main Street |
| Banning Branch Library | 9281 Banning Avenue |
| Helen Murphy Branch Library | 15882 Graham Avenue |
| Oak View Branch Library | 17251 Oak Lane |

The Central Library and Cultural Center, houses 317,004 books, 6,264 music CDs, 3,960 audio books, 7,290 video cassettes, and 12,127 microfilm reels. In addition, magazines and DVDs are also available to the public. The Huntington Beach Public Library system also has a large genealogy collection and provides interlibrary loan services to help patrons obtain items not in their collection. The Central Library and Cultural Center also contains a large, 16,000 sf children's library (Ha 2008a, 2008b). The total area of the Central library and Cultural Center is 117,000 sf making it substantially larger than all other libraries included in the Huntington Beach Public Library system. The current daily attendance at the Central Library and Cultural Center is approximately 3,200 people a day.

Libraries likely to serve the Edinger Avenue Corridor are the Oak View Branch and Helen Murphy Branch Library as they are the closest to the project site. The Oak View Branch Library caters to a Latino population and has a large collection of Spanish language books and may not suit all of the broad needs of the future project residents. At 4,300 sf, the Oak View Branch Library is home to 18,897 books. It is also a busy center for community outreach programs including literacy training. The Oak View Branch Library has an approximate daily attendance of 300 people and is severely understaffed and relies heavily on the assistance provided by Grant Funding and volunteers in order to meet the needs of its patrons. The Helen Murphy Branch Library is 1,200 sf in size and is home to a collection of 14,450 items. The library is staffed by one full-time librarian and supplemented the remainder of the time with volunteer staff. On average, the daily attendance is about 75 people.

Libraries likely to serve the Beach Boulevard Corridor are the Banning Branch and Central Library. The Banning Branch Library is currently home to 27,125 books. The library is staffed with one full-time library specialist and supplemented the remainder of the time with volunteer staff. On average the daily attendance is about 100. An expansion of the Banning Branch library from the current 2,400 sf facility to

12,500 sf is in the planning phase. The expansion was estimated to be complete in 2012; however, due to the current economic situation this timeframe is uncertain. This expansion will help alleviate the burden on the Central Library and Cultural Center as more patrons will be able to utilize the Banning Branch Library, and staff at the Central Library and Cultural Center would be able to assist more patrons from closer areas, including the proposed project area.

The Huntington Beach Public Library system currently has a full-time equivalent staff of 37 (includes actual full-time and part-time paid staff) and approximately 100 part-time volunteer staff members (volunteers) who provide over 47,000 hours of service annually (HBPL n.d.). According to the State of California, there should be an average service ratio of approximately 0.00036 full-time employees per resident (or 73 full-time library staff).⁴¹ The approximate 100 volunteers are not considered when determining the need for full-time library staff members. Therefore, according to the State ratio, the City has an existing deficit of approximately 36 full-time library staff members.

4.11.11 Regulatory Framework

■ Federal

There are no federal regulations related to library services applicable to the proposed project.

■ State

There are no state regulations related to library services applicable to the proposed project.

■ Local

The City has implemented two separate development-based fees dedicated to improving the City's library facilities. These include a "Library Enrichment Fee," which is dedicated primarily to upgrading and expanding the system's collections, and a "Library Development Fee" that is used for upgrading facilities. These are both one-time fees used to offset some of the impacts associated with development projects.

General Plan Public Facilities and Public Services Element

The City of Huntington Beach Public Facilities and Public Services Element is concerned with identifying, maintaining, and enhancing library services. Applicable goals and policies of this element include the following:

- | | |
|-------------------------|---|
| Goal PF 5 | Ensure that a high level of library services and facilities are provided to the City's residents. |
| Objective PF 5.1 | Provide adequate library service that responds to the needs of the community. |

⁴¹ State of California Libraries. Based on average service ratios of 10 cities in California. Full-time employees required for total population: 0.00036 full-time staff/resident x 201,993 residents = 72.7 full-time staff required.

Policy PF 5.1.1 Consider constructing new libraries and rehabilitating and expanding existing libraries as required to meet the needs of the library users.

Consistency Analysis

As discussed below under Impact 4.11-4, it is anticipated that the proposed project would not require the development of new library facilities nor require the rehabilitation of existing library facilities in order to meet the needs of its users. The existing library facilities are reasonably adequate to accommodate the increase in users for the library. Therefore, implementation of the proposed project would not conflict with the applicable policy of the City's General Plan.

4.11.12 Project Impacts and Mitigation

■ Analytic Method

Impacts on library services are considered significant if an increase in population or building area would result in inadequate staffing levels and/or increased demand for services that would require the need for new or physically altered library facilities in order to maintain acceptable service ratios.

■ Thresholds of Significance

The following thresholds of significance are based on Appendix G of the 2009 CEQA Guidelines. For the purposes of this EIR, implementation of the proposed project may have a significant adverse impact on library services if it would do the following:

- Result in substantial adverse physical impacts associated with the provision of new or physically altered governmental facilities, or the need for new or physically altered governmental facilities, the construction of which could cause significant environmental impacts, in order to maintain acceptable service ratios, response times, or other performance objectives for library services.

■ Impacts and Mitigation Measures

| | |
|-----------|--|
| Threshold | Would the project result in substantial adverse physical impacts associated with the provision of new or physically altered governmental facilities, or the need for new or physically altered governmental facilities, the construction of which could cause significant environmental impacts, in order to maintain acceptable service ratios, response times, or other performance objectives for library services? |
|-----------|--|

Impact 4.11-4 Implementation of the proposed project would not result in the need for new or physically altered library facilities in order to maintain acceptable service ratios. With implementation of code requirements, this impact is considered *less than significant*.

Like all areas of the City, the Specific Plan project site is served by the five branches of the Huntington Beach Public Library system. Combined, these libraries have a collection of 431,304 items. The Central Library and Cultural Center, which is accessible from all portions of the project site, has an extensive and well-rounded collection that can cater to the demands of future residents along the corridors. In addition, an expansion of the Banning Branch Library is currently in the planning stages, and depending on how quickly the economic situation improves could be complete in 2012 (Ha 2008b).

According to State of California Library Statistics there should be an average service ratio of about 0.00036 full-time employees per resident. The Huntington Beach Public Library currently has a staff of 37, which does not reflect this ratio. Based on the City's current population of 201,993 residents, an additional 36 staff members would need to be hired in order to meet this standard. As discussed in Section 4.10 (Population and Housing), the Specific Plan could result in approximately 17,024 new residents by 2030.⁴² In order to meet the State's average service ratio standards, an additional 41 library staff members would need to be hired. This is an increase of six staff members over the current demand.

Implementation of the proposed project would place a higher demand on services provided by the Huntington Beach Library System. Full buildout under the proposed project would contribute to the libraries' current condition of being severely under-staffed and staffing would need to be increased to meet current professional service standards for both current and new residents. Therefore, the proposed project would result in a potentially significant impact.

Implementation of code requirement CR4.11-4 would be required to ensure that future additional residents within the corridors would not notably affect the current ratio of staff per resident or items per capita.

CR4.11-4 The Applicant of future individual development projects shall pay required library and community enrichment impact fees per Chapter 17.66 of the City's Municipal Code (Library Development Fee), prior to issuance of building permits.

Implementation of CR4.11-4 would ensure that new development pay its fair share of fees towards library services to ensure that increased growth does not result in significant impacts on existing services. Therefore, in combination with the planned expansion of the Banning Branch Library, implementation of the proposed project is not expected to require any new or physically altered library facilities to serve the project, the construction of which could result in significant environmental impacts. This impact would be *less than significant*.

4.11.13 Cumulative Impacts: Fire Protection, Police Protection, Schools, and Libraries

The geographic context for the analysis of cumulative impacts to fire and police protection services and library services is the City of Huntington Beach, while the geographic context for the analysis of cumulative impacts to schools is the HBCSD, OVSD, and HBUHSD service boundaries. The analysis

⁴² Calculated as 6,400 dwelling units multiplied by 2.66 pph residents = 17,024 persons

accounts for all anticipated cumulative growth within this geographic area, as represented by full implementation of the City of Huntington Beach General Plan, as well as the specific development projects identified in Table 3-2 (Cumulative Projects) in Chapter 3 (Project Description).

■ Fire Services

As additional development occurs in the City, there may be an overall increase in the demand for fire services, including personnel, equipment, and/or facilities. The provision of adequate fire protection services is of critical importance to the City, and funds are allocated to these services during the annual monitoring and budgeting process to ensure that fire protection services are responsive to changes in the City. As described above, funds collected in the form of plan check fees, inspection fees, and permit fees (for new development) are deposited into the General Fund and allocated to City services, as needed. Similarly, staffing levels are evaluated by the HBFD during the annual budgetary process, and personnel are hired, as needed, to ensure that adequate fire protection and police protection services are maintained.

However, the HBFD is currently at capacity at each of their stations throughout the City. Therefore, any increases in personnel and/or equipment would necessitate the expansion of existing facilities or development of a new station, the construction of which could result in significant environmental impacts. The cumulative impact, therefore, on fire services in the City would be significant. The proposed project's contribution to this cumulative impact would be cumulatively considerable. Although MM4.11-1 would ensure that the project site is served within established response times and adequate staffing and equipment levels are maintained, the increase in either could trigger construction activities at an existing or new fire station. Because any construction activities would likely occur off-site, the potential effects of such activities cannot be fully determined at this time.

Worth noting is that the proposed project does not include specific development projects and merely updates the land use standards that are applied within the project site. In effect, the proposed Specific Plan would allow more residential uses in area of the City that does not currently permit such uses; however, fewer residential uses would be constructed elsewhere in the City due to existing land use constraints. Therefore, the Specific Plan does not include any additional residential development within the City above that which was originally analyzed in the General Plan. Further, the Specific Plan would actually permit less commercial and office development compared to current conditions. Therefore, on a plan-to-plan comparison, implementation of the Specific Plan would allow less overall development within the City than the existing General Plan land use standards.

However, because implementation of MM4.11-1 could result in secondary environmental effects in the future if additional staffing or equipment is required for the HBFD, the contribution of the proposed project to cumulative impacts on fire services would be cumulatively considerable. This is considered to be a ***significant and unavoidable*** cumulative impact.

■ Police Services

As additional development occurs in the City, there may be an overall increase in the demand for police services, including personnel and/or equipment. The provision of adequate police services is of critical importance to the City, and funds are allocated to these services during the annual monitoring and budgeting process to ensure that police protection services are responsive to changes in the City. As described above, funds collected in the form of plan check fees, inspection fees, and permit fees (for new development) are deposited into the General Fund and allocated to City services, as needed. Similarly, staffing levels are evaluated by the HBPD during the annual budgetary process, and personnel are hired, as needed, to ensure that adequate police protection services are maintained. The cumulative impact, therefore, on police and fire services in the City would be less than significant.

The proposed project's contribution to this cumulative impact would not be cumulatively considerable because implementation of MM4.11-1 would ensure that (1) the project site is anticipated to be served within the established response times and distances for the HBPD; (2) adequate staffing levels are maintained to serve the proposed project; and (3) no new or physically altered facilities would be constructed to accommodate the proposed project, the construction of which could result in significant environmental impacts.

Furthermore, because the proposed project does not include specific development projects and merely updates the land use standards that are applied within the project site, the project can also be compared on a plan-to-plan basis against the City's General Plan. In effect, the proposed Specific Plan would allow more residential uses in area of the City that does not currently permit such uses; however, fewer residential uses would be constructed elsewhere in the City due to existing land use constraints. Therefore, the Specific Plan does not include any additional residential development within the City above that which was originally analyzed in the General Plan. Further, the Specific Plan would actually permit less commercial and office development compared to current conditions. Therefore, on a plan-to-plan comparison, implementation of the Specific Plan would allow less overall development within the City than the existing General Plan land use standards.

For the reasons identified above, the contribution of the proposed project to cumulative impacts on police protection services would not be cumulatively considerable. This is considered to be a ***less-than-significant*** cumulative impact.

■ Schools

The City of Huntington Beach is predominantly a built-out residential community. Increases in residential and nonresidential development throughout the City could generate additional demand for public school classroom seating capacity in local schools. The degree to which this demand would be satisfied is dependent upon future enrollment trends. Schools within the service boundaries of the HBCSD, OVSD, and the HBUHSD are generally operating below capacity. All districts anticipate that district-wide enrollment will be lower in the upcoming years and will continue to decline in the future. However, depending on the timing of new residential development along the corridors and elsewhere in the City, it is possible that new students generated as a result of cumulative growth could eventually

result in overcrowding within the districts. All new private development is required to pay statutory impact fees to the school districts to help fund construction of additional classrooms and offset any additional increases in education demand at elementary, middle, and high schools. Given existing capacity and the payment of these fees, the cumulative impact of future development, including development under the proposed Specific Plan, on the HBCSD, OVSD, and the HBUHSD would be less than significant. In addition, the incremental effect of the proposed project on this impact would not be cumulatively considerable for the same reasons. Therefore, the cumulative impact of the project on schools would be *less than significant*.

■ Libraries

Additional development in the City would increase the demand for library services. The City's staffing levels do not currently meet the standard established by the State of California, and there is not enough staff to serve existing and future development in the City. This represents a significant cumulative impact. However, the incremental effect of the proposed project on libraries would not be cumulatively considerable as the proposed project would not cause the staff per resident ratio to substantially decline below the current level through the payment of library and community enrichment impact fees as required by CR 4.11-4, which applies to all future development in the City (per Chapter 17.66 of the City's *Municipal Code* (Library Development Fee). Thus, the cumulative impact of the project on library services would be *less than significant*.

4.11.14 References

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